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THE INTELLIGENCE COMMUNITY

I. SIGNIFICANCE OF THE "COMMUNITY" CONCEPT:

The use of the term "community" has considerable significance here, for either we have one intelligence organization or we have more than one. If we have more than one (and we do), either they work independently of one another or they act as a community.

If they work independently of one another, they may:

- (1) work at cross-purposes with one another
- (2) unnecessarily duplicate each other's efforts, thus wasting manpower and money
- (3) compete with one another to the detriment of the overall foreign intelligence mission
- (4) force policy makers to reconcile a multitude of divergent views without their having the facts upon which those views are based.

Therefore, it would seem better to have them act as a community. In fact, in the American security structure, there is an intelligence "community". It has not come about because men sat around a table, thought the problem out logically in this manner, and arrived at a unanimous conclusion. On the contrary, the birth of the community concept was attended by groans and gnashing of teeth. Nonetheless, today we have arrived at the point where we accept the idea of an intelligence "community" - a group of

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autonomous organizations, working as a team - each complementing the other - and united by a common purpose: namely, the desire to further the common national security interests of the United States. More specifically, the desire to furnish policy makers with the best intelligence available in the United States on any given foreign area or problem. There exists today a spirit of cooperation rather than one of competition amongst the members of the intelligence community.

## II. THE MEMBERS OF THE INTELLIGENCE COMMUNITY

### A. G-2:

The Army intelligence organization is called, in full, the "Office of the Assistant Chief of Staff, G-2, Intelligence, Army General Staff, United States Army". It is normally referred to simply as G-2. The Assistant Chief of Staff, G-2, is a member of the Army General Staff, and is thus co-equal with the heads of the other General Staff Divisions, namely: G-1, Personnel; G-3, Operations and Training; and G-4, Logistics -- all under a Chief of Staff.

The Assistant Chief of Staff, G-2, has four major responsibilities:

#### 1. A counter-intelligence responsibility.

(The Counter-Intelligence Corps is the counter-intelligence arm of the entire Army Establishment.)

#### 2. A departmental intelligence responsibility.

(He must supply intelligence to the Theater Commanders,

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the Chief of Staff, the Secretary of the Army and his assistants.)

3. An interservice or "joint" intelligence responsibility.

(He must supply intelligence to the Joint Chiefs of Staff.)

4. A national intelligence responsibility.

(He must supply the ground forces component of an N.I.S. or an N.I.E.)

B. ONI:

At the highest echelon of U. S. Naval Command is the Chief of Naval Operations (CNO). Under him are several Deputy Chiefs, one of whom is the Deputy Chief of Operations for Operations (DCNO - OPS). Under him comes the Director of Naval Intelligence (DNI), and his intelligence section is the Office of Naval Intelligence. Intelligence is thus subordinate to Operations rather than co-equal with it, as is the case in the Army.

The DNI (like the Assistant Chief of Staff, G-2) has four major responsibilities:

1. A counter-intelligence responsibility.

(The Security Branch of ONI is the counter-intelligence arm of the entire Naval Establishment.)

2. A departmental intelligence responsibility.

(He must supply intelligence to the Fleet Commanders, the CNO, the Secretary of the Navy and his Assistants)

4. A national intelligence responsibility.

(He must supply the naval component of an N.I. S. or an N.I.E.)

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3. A joint intelligence responsibility.

(He must supply intelligence to the Joint Chiefs of Staff.)

The U. S. Marine Corps draws its intelligence from the Navy, but it patterns its intelligence organization after the Army. The Commandant of the Marine Corps has a staff Intelligence Officer (G-2) and a headquarters intelligence section which produces intelligence of interest to the Corps on such subjects as foreign coasts and landing beaches. All strategic intelligence is obtained directly from ONI. During joint operations, the Marine Corps also obtains intelligence from the Army.

C. AFOIN:

The USAF Intelligence organization -- the Directorate of Intelligence -- deserves special comment for several reasons. It differs from ONI and G-2 in that it has no responsibility for counterintelligence; and it specifically produces intelligence for the other military services. The stage was set for this latter responsibility during the Key West Conference of 1947, at which time the Navy agreed to furnish approximately one-third of the personnel in the intelligence producing divisions of the directorate in return for processed intelligence for the Naval and Marine air arms. At the present time, the Army is also participating. In other words, all three services collaborate in the production of air intelligence. The initial collection of such raw information, however, is still an individual service responsibility.

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The responsibility for Air Force Counterintelligence is vested in the Office of the Director of Special Investigations, an agency under the USAF Inspector General.

All positive intelligence responsibility, then, is vested in the Directorate of Intelligence, DCS/Operations, Headquarters, USAF. This organization under the Deputy Chief of Staff for Operations is abbreviated "D/I" and designated AFOIN, -- literally Air Force Operations Intelligence --. In other words, the Air Force follows the Navy, rather than the Army, in making Intelligence subordinate to Operations.

The Director of Intelligence, then, has three major responsibilities:

1. A departmental intelligence responsibility.

(He must supply intelligence to the Air Commanders, the Chief of Staff, the Secretary of the Air Force and his Assistants.)

2. A joint intelligence responsibility.

(He must supply intelligence to the Joint Chiefs of Staff.)

3. A national intelligence responsibility.

(He must supply the air component of an N.I.S. or an N.I.E.)

D. STATE - R:

Prior to 1945, the State Department had no intelligence service by that name. However, in the fall of 1945, it was deemed valuable to incorporate the research function of the wartime Office of Strategic Services into the Department of State.

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This move was in recognition of the Department's need for a centralized intelligence organization of its own, one which would provide a wide background of facts as a basis for policy decisions.

The Intelligence research work of the Department is carried on under the direction of the Special Assistant for Intelligence who has rank within the Department of an Assistant Secretary. He has two major responsibilities:

1. A departmental intelligence responsibility.

(He must supply intelligence to the Desk Chiefs and the Chiefs of Mission, the Policy Planning Staff, the Secretary of State and his Assistants.)

2. A national intelligence responsibility.

(He must supply the political and sociological components of an N.I.S. or an N.I.E.)

E. FBI:

The FBI is the chief internal security agency of the Federal Government. The organization of the Bureau is broken down in seven divisions, one of which -- Division Five, the Security Division -- handles all matters pertaining to intelligence, counterintelligence, and subversion, and this is the division of the FBI of primary concern to us. Among the several sections of the Security Division dealing with sabotage, espionage, and internal security is one which handles liaison matters, enabling the FBI to maintain close relationship with the other intelligence agencies of the government through personal daily contact.

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This section also handles the requests of other governmental agencies for information by means of "name checks".

F. AEC:

There is little intelligence today more essential, either to obtain or to safeguard, than that concerning military applications of the atom. For this reason, the Atomic Energy Commission (AEC) has an Office of Intelligence and a Division of Security.

The Director of the Office of Intelligence represents the AEC in the intelligence community. His office is not large for it has no collection function. When information of nuclear and thermonuclear interest is received by any government agency, it is forwarded to the AEC Intelligence Office for evaluation, where a group of highly trained scientists evaluates it. The evaluated intelligence is disseminated to the President, the National Security Council, the Department of Defense, CIA, and others who have a need to know.

G. JIG:

The Joint Intelligence Group is an interdepartmental or "joint" intelligence agency.

Interdepartmental intelligence is intelligence that concerns more than one government department and yet lacks the scope and completeness of national intelligence.

If all the participating departments are military departments

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the organization is said to be "joint". Thus the intelligence organization of the Joint Chiefs of Staff, which includes members of all three military departments, is clearly a "joint" organization.

The Joint Intelligence Committee (JIC), together with its fulltime working staff, the Joint Intelligence Group (JIG), is the intelligence agency of the Joint Chiefs of Staff. As such, it is the highest-level intelligence agency within the Department of Defense. The Joint Intelligence Committee consists of the Director of Naval Intelligence; the Assistant Chief of Staff, G-2, General Staff, U.S. Army; the Director of Intelligence, USAF, and the Deputy Director for Intelligence of the Joint Staff.

The three departmental chiefs of intelligence have their own respective staffs to prepare for them the reports, estimates, plans, studies and other papers that are departmental in nature. Collectively, as the Joint Intelligence Committee, they also require a full-time working staff to accomplish similar tasks which are required of the Committee as the intelligence agency of the Joint Chiefs of Staff. The Joint Intelligence Group of the Joint Staff performs this function.

The fourth member of the JIC, the Deputy Director for Intelligence of the Joint Staff, is the chief of the Joint Intelligence Group, and closely links the parent committee with the JIG and other JCS agencies.

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JIC/JIG differs from other intelligence organizations relating to the national security. It does not duplicate the work of the departmental agencies of the CIA, but merely uses the intelligence material of those agencies to fill the intelligence requirements of the JCS and their supporting committees and groups.

H. CIA:

The National Security Act of 1947 recognized the need for departmental intelligence, and in fact specifically provided for its continuance. At the same time, the Act recognized the need for:

1. the coordination of departmental intelligence;
2. the production and dissemination of national intelligence;
3. the centralization, in the interests of efficiency and economy, of certain intelligence functions of common concern.

To meet this need, the Central Intelligence Agency was created. It is headed by a Director of Central Intelligence, who is, as it were, the Staff Intelligence Officer of the N.S.C. and the President.

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III. INTERDEPARTMENTAL COMMITTEES

A. IAC:

1. General:

The mechanism whereby the Director of Central Intelligence would be able to carry out his coordinating function came into being through the first N.S.C. Intelligence Directive which directed that an Intelligence Advisory Committee be established to advise the DCI. It was to be composed of the DCI who was to be chairman, and the intelligence chiefs from the Departments of State, Army, Navy, and Air Force, and from the Joint Staff (JCS), as well as representatives from the FBI, the AEC, and any other Agency having functions related to the national security whenever matters within the purview of such agencies were to be discussed.

The IAC is akin to a Board of Directors for the intelligence organizations of the Federal Government, with the DCI as the Chairman of the Board. It meets weekly (every Tuesday at 10:45 in the Office of the DCI).

The IAC thus provides a round table where;

- a. Intelligence matters may be discussed, ideas exchanged, and problems resolved.
- b. Major changes in the organizational and functional responsibilities delineated in the intelligence community be recommended to the National Security

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Council or minor changes be agreed upon by the members of the IAC and recorded in the IAC minutes. IAC recommendations, if approved by the N.S.C., come back to the IAC as NSCID's, to be implemented by the agencies concerned.

The IAC also has the responsibility of directing and approving the National Intelligence Estimates which are produced by CIA's Office of National Estimates, with the cooperation and contributions of the departmental intelligence agencies.

The work of a Secretariat for the IAC is accomplished by CIA's Office of Intelligence Coordination.

2. Division of Labor:

Authority to make decisions must include authority to produce intelligence on which such decisions are based. Therefore, each department head within the Department of Defense, and the Secretary of State, depends on his own staff for the production of intelligence (Departmental Intelligence) upon which his plans and operations are based. Each department considers its intelligence from a different point of view and adapts it in accordance with its own needs and interests. Thus, there tends to be a natural division of labor. But there are overlapping areas. In order to achieve maximum efficiency and prevent needless duplication of effort, it is essential that both

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the collection and the production responsibilities be delineated. NSC Intelligence Directives #2 and #3 did just that by apportioning responsibility for the various substantive intelligence components amongst the several members of the intelligence community in the following manner:

Political Intelligence	-----	Department of State
Cultural Intelligence	-----	Department of State
Sociological Intelligence	-----	Department of State
Military Intelligence	-----	Department of Army
Naval Intelligence	-----	Department of Navy
Air Intelligence	-----	Department of Air Force
Economic, Scientific and	} - -	Each Agency in accordance with its needs.
Technical Intelligence		

While the allocation of production responsibilities is fairly clear-cut, the collection function does not, in practice, lend itself to such sharp divisions. Information comes in by source rather than by subject-matter. It is the finished product -- intelligence -- which comes out by subject-matter. This difficulty is implicitly recognized by NSCID #2 (para. 2) when it states that "all available intelligence information, no matter by whom collected, shall, wherever possible, be transmitted immediately to the field representative of the agency most concerned".

### 3. Areas of Overlapping Interest:

There still remain, however, various areas where the

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in these areas, the IAC has several subcommittees composed of members from each organization. These lower echelon IAC's prepare papers for consideration by the Committee. It is on this working level that the details are ironed out and many of the disagreements resolved.

There are, at present, nine interdepartmental committees to coordinate important intelligence programs in:

- (a) Atomic Energy
- (b) Domestic Exploitation
- (c) Defection ("Defector Committee")
- (d) Watch Procedures ("Watch Committee")
- (e) Economic Intelligence ("Economic Intelligence Committee")
- (f) Economic Warfare Intelligence ("Economic Defense Advisory Committee")
- (g) Scientific Intelligence ("Scientific Estimates Committee")
- (h) Clandestine Intelligence Priorities ("Interagency Priorities Committee")
- (i) Foreign Language Publications

B. IIC:

Since all of the agencies represented in the intelligence community have important counter-intelligence functions, functions sometimes assumed by the same man heading the foreign positive intelligence effort (Assistant Chief of Staff, G-2; DNI), it is imperative that something be said

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The Interdepartmental Intelligence Conference is responsible for the coordination of all investigations in matters affecting the internal security. Its members are the Director of the FBI; the DNI; the Assistant Chief of Staff, G-2, U.S. Army; and the Director, OSI, U.S.A.F.

By NSC directive in March 1949, the IIC was made responsible to the Council. The NSC has designated a Representative on Internal Security who meets with the IIC members, advising them on matters of internal security and reporting to the Council on decisions taken and progress made.

The IIC administers the provisions of the Delimitation Agreement which originated in a Presidential Directive of 26 June 1939, altering them as experience and conditions dictate. It is this Agreement which determines the method and extent of collaboration between the four agencies on matters of espionage, counterespionage, sabotage and subversion. The IIC coordinates and supervises this collaboration.

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C. THE NATIONAL INTELLIGENCE SURVEY COMMITTEE:

Complete intelligence, so essential to the policymaker and the commander, presupposes not only up-to-the-minute information, but also basic intelligence.

The growth of basic intelligence in the United States has been slow. Prior to World War II, there existed very little basic intelligence compiled by our Army and Navy for our own planning and operational use. At the outset of World War II, we were heavily dependent upon British work, particularly the British Intelligence Survey (BIS), for basic intelligence. Before WWII ended, however, the main source of basic intelligence for our armed forces was a series of handbooks known as Joint Army-Navy Intelligence Studies (JANIS). The deficiencies of the JANIS series emphasized that basic intelligence should be produced on a much broader scale, over a longer period, and, as far as possible, in time of peace. Therefore, on 13 January 1948, the National Security Council issued a directive setting up the National Intelligence Survey (NIS) Program. As conceived by the NSC, the basic concept of the program is as follows:

The NIS is a concise digest of basic intelligence required (1) by the Department of Defense for strategic planning and high level operational planning and (2) by the Department of State for use in formulating and executing United States foreign policy. It also serves

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other Government agencies which require it for the accomplishment of their missions. In general, the intelligence contained in NIS is concerned with the relatively permanent features and fundamental characteristics of a country, area or broad special subject and covers such fields as the geographical, political, economic, military, scientific, and sociological aspects of the country or area of the fundamental aspects of the broad special subject.

The NIS Program represents the combined intelligence efforts of the CIA, the Army, the Navy, the Air Force, and the State Department. It is supervised by the NIS Committee, which consists of representatives of all the contributing agencies, and is coordinated by the CIA. In less than five years the National Intelligence Survey has become the largest single production activity of the combined United States intelligence agencies.

One of the most important agreements among NIS Committee members was in arranging the basic outline of those elements to be incorporated in an NIS. After a detailed study the NIS outlines and requirements were broken down into nine categories or chapters:

Chapter I - Brief (a succinct presentation of the basic intelligence aspects of the NIS area as a whole).

Chapter II - Military Geography

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Chapter III - Transportation and Telecommunications

Chapter IV - Sociological

Chapter V - Political

Chapter VI - Economic

Chapter VII - Scientific

Chapter VIII - Armed Forces

Chapter IX - Map and Chart Appraisal

Certain topics involving more detail than would be included in the general treatment of the NIS itself are given full treatment in five supplements, as follows:

Supplement No. 1 - Ports and Naval Facilities.

Supplement No. 2 - Air Facilities.

Supplement No. 3 - Telecommunications.

Supplement No. 4 - Urban Areas.

Supplement No. 5 - Petroleum.

The areas and fields of responsibility in NIS production are generally those one would expect from the agencies concerned. The State Department is responsible for sociological and political intelligence; the Army reports on military geography and transportation; the Air Force takes care of civil air, air forces, and guided missiles, etc.

The NIS program is a great step forward in the fulfillment of the intelligence mission of the United States. As the program progresses we come nearer and nearer to the ultimate goal of

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having adequate basic intelligence available for immediate use by our planners and commanders.

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Of the 108 areas of the world covered by the NIS (103 land areas and 5 ocean basins), the equivalent of 26 complete NIS's have been produced to date.

IV. CONCLUSION: PROGRESS TO DATE

- A. Organization and procedures now exist in the intelligence community to prevent failures due to poor coordination.
  - 1. Human failures, of course, still remain a hazard.
- B. Production of coordinated national intelligence has been realized.
  - 1. NIE and NIS are the principal examples.
- C. Much duplication has been eliminated.
  - 1. Some duplication, however, is considered legitimate.

The intelligence community, however, is not a static organization. New problems for intelligence arise out of new requirements. A "community" effort is necessary — and will continue to be necessary — to meet those requirements.

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